

PART III

INTERAGENCY RELATIONSHIPS & STAFF ASSISTANCE

Part III - Interagency Relationships and Staff Assistance

INTER-AGENCY RELATIONS

Executive Office of the President

Budget Bureau

Close liaison was maintained at the outset by members of the Council staff and the Budget Bureau. The Council's Executive Secretary attended the BOB Director's staff review of space budgets. Of major interest is the fact that the Executive Secretary gave strong support to funding for space projects, sometimes in opposition to the Budget staff as well as by the President's Science Adviser.

Staff liaison was also maintained by means of invitations to Bureau officials to attend briefings of the Council staff by industry and by representatives of other government agencies. Joint field trips to Government and industry space installations were also taken on occasion by members of the two staffs.

National Security Council

Again from the outset a close working relationship was established with the National Security Council staff. Intelligence liaison facilities were furnished to the Council by the NSC staff from 1961 to date. This included safekeeping of highly classified documents, and making available press wire services, Foreign Broadcast Information Service reports, and daily, weekly, and special intelligence reports. Access was also provided as needed to the White House situation room.

Members of the Council and NSC staff conferred frequently on matters of mutual interest and invitations were extended to NSC staff members to

participate in the development of space policy, communications policy, information policy, the launching into space of nuclear devices, and the return of space fragments.

The NASC Executive Secretary was a member of NSC working groups concerned with space information matters as well as international cooperation.⁴²⁰

Office of Science and Technology

Members of the OST staff attended the Council's working group on communications, patent policy, West Ford, and launching of nuclear devices. One member of the Council staff attended meetings of the PSAC launch vehicle panel. Staff members also attended meetings of the Federal Council of Science and Technology as observers.

Vice President Humphrey, on April 6, 1966, acceded to Dr. Hornig's request that he attend Council meetings on matters in which he was interested.

The PSAC Report on Post-Apollo Space Goals was discussed by Dr. Hornig at the Council meeting on March 2, 1967.

Council on Marine Resources and Engineering Development

Since Vice President Humphrey served as Chairman of both Councils (Space and Marine), a special relationship was established at the outset, with

⁴²⁰ See National Security Action Memoranda 129, 172, 271, 285, 295.

Dr. Welsh lending assistance to Dr. Wenk in organizing his staffing. In the early stage of the latter, one member of the Space Council staff, with a strong professional background in the management of oceanographic research, was assigned to assist the Marine Council staff as needed.

Whenever schedules permitted, Dr. Welsh attended Marine Council meetings and Dr. Wenk attended Space Council meetings.

Director of Telecommunication Management (and its predecessor the OTM of OEP)

The Director of Telecommunication Management and staff have been intimately associated with the NASC staff in the development of communications satellite policy, legislation, and in the review of NSAM 338 and the President's communication policy review. Staff assistance in the early years was given the Director and close coordination has continued.

Within the Executive Branch

The best illustration of Council relationships within the Executive Branch is set forth in the Table of Contents and the cover of the various Annual Reports to the Congress from the President of the United States.

In addition to the statutory members of the Council, the following departments and agencies have attended Council meetings or otherwise have participated in space and aeronautics activities under the Council's aegis:

- The Department of Justice
- The National Science Foundation
- The Department of Commerce
- The Treasury Department
- Department of Transportation
- The Smithsonian Astrophysical Observatory
- The Federal Communications Commission
- The United States Information Agency
- The Arms Control and Disarmament Agency
- The Department of Interior
- The Central Intelligence Agency

For example, the Department of Justice participated in the Council's development of communications satellite policy, communications satellite legislation, uniform patent policy considerations, and establishment of the constitutionality of the Vice President's designation by statute as Chairman of the Council.

The Treasury Department participated in Council discussions of the SST from the standpoint of its impact on the international balance payments. The Treasury also was involved in tax rulings affecting corporations who were underwriting the costs of certain U. S. aerospace exhibits abroad.

The National Science Foundation participated in Council consideration of Project West Ford.

The Commerce Department was represented at the Council staff level during consideration of weather satellite programs and at the Council during coordination of Paris Air Show programs.

The Smithsonian Astrophysical Observatory participated in Project West Ford, which the Smithsonian Institution was invited by the Executive Secretary at the Vice President's request in 1967 to send an observer to Council meetings.

The Department of Transportation was represented at the Council on SST and air safety.

The Federal Communications Commission participated in development by the Council of communications satellite policy, communication satellite legislation, and the development of uniform patent policy.

The United States Information Agency maintained a close working relationship with the Council staff. Policy directives dealing with space events were discussed in advance with the Council staff, members of the USIA staff served as members of Council working groups in international cooperation programs, the Executive Secretary participated in VOA programs on a number of occasions, and the Director of USIA attended Council meetings dealing with international activities, principally overseas exhibits and space information policy.

Staff members of the Arms Control and Disarmament Agency conferred with the Council staff during the development of the Space Treaty.

The Department of Interior was invited to discuss with the Council its plans for developing an Earth Resources Satellite to assure a coordinated national approach to this program.

The Central Intelligence Agency briefed the Council and its staff on foreign space plans and programs, and participated in Council staff consideration of procedures for handling space vehicle fragments.

Quasi Governmental Organizations

The National Academy of Sciences, with its Space Science Board, was represented by staff members at Council staff consideration of Project West Ford and of extraterrestrial contamination. Space Science Board members also briefed the Council staff on international scientific conferences, particularly COSPAR.

Council staff members also attended meetings of the Space Science Board and its panels as observers.

The Executive Secretary represents the Vice President at NAS meetings and also participates in sessions of the National Academy of Engineering.

Assistance to the President

In addition to formal advice provided to the President at his request in such earlier-mentioned instances as the acceleration of the U. S. space program and the development of communications satellite policy and legislation, the Council staff rendered the following types of service to the President:

- Weekly reports of aeronautical and space activities commencing January 31, 1964.

-- Preparation, collation, and editing of the President's Annual Report to the Congress on United States Aeronautics and Space Activities beginning from 1961 to date. This task also included drafting of the President's letter of transmittal to Congress.

-- Special impetus was given to mobilizing the talents of the Council staff in direct support of the President's needs by a memorandum of May 13, 1964, for the Executive Secretary from Horace Busby, Special Assistant to President Johnson. Because it set forth so explicitly the President's desires it is repeated here in full:

"Memorandum for Ed Welsh

"From: Horace Busby

"The President has asked that we -- you and I -- refurbish an old and tested resource by resuming the productive use of the talents on your staff in much the same manner as proved so successful during the Vice Presidential years.

"Where the association in 1962 and 1963 related primarily to speeches, the base now -- as he conceives it -- should be much broader, with speeches and speech materials as elements of an effort to look ahead, think ahead and assist him in projecting such goals and objectives for the Nation.

"The President wants me to invest my time in working with the full complex of Executive Departments and Agencies to think ahead, plan ahead, evolve themes, purposes and program recommendations, and -- on occasion -- help reflect some of this in his speeches and public statements. He regards your staff as a key in-house resource, not limited to Space alone, but through the individual interests

and expertise of the staff members, a resource to which we can look for initiatives on education, manpower, foreseeable changes in American life, implications and opportunities of international scientific cooperation, etc.

"In other words -- much as we have done in the past -- I know the President specifically would like for your staff to prepare a new series of papers related to aspects of the Space program.

"But he would like to go beyond that: to have the individual staff members initiate suggestions, develop background research papers on subjects of their individual interest and competence -- to be channeled to me.

"As in the past, the format of carefully outlined, hard-fact papers and memoranda is the most useful form for the material your staff may produce. It is likely such papers will now lead to more discussion and follow-through than in the past.

"I hope you can proceed immediately to get this going. If you need me, let me know. I would like to be able to tell the President over the coming weekend that this effort is under way.

"In addition to this longer-term effort, some things are needed now -- or yesterday.

"1. In some of his Commencement addresses, coming up over the next few weeks, the President hopes to discuss the building of what he refers to as 'The Great Society.' An obvious component of this theme is the vast array of implications of our present Research and Development activity. Memoranda about those implications, problems and promises, brief illustrative examples of achievements and changes likely by the next decade, apt quotations (historical and contemporary), etc. would be appreciated -- yesterday.

"2. Another area on which we are attempting to develop information is the American West. The horizons of the science frontier carry many implications not yet appreciated for the old and disappearing land frontier. The orientation of your staff is such that perhaps they could produce both quick and, subsequently, more detailed papers related to this subject. Again, brief, broad-view papers would be useful now, since necessarily we will be calling on many resources to supply thoughts in this round.

"3. The beneficial potential of automation and all the related topics of manpower, education, standard of living, et al, is another subject on which we would specifically like to have the thoughts of your staff.

"4. Interrelated to all of these, informational memoranda would be most helpful on the general subject of other areas of scientific exploration in which the Federal Government should be interested -- i.e. oceanography, et al. Also, statistics would be most helpful on the projected needs of the nation for manpower, higher education programs, investment of resources, etc., in regard to disciplines other than those most identified with the present Space program.

"If we could get these in the works now, we can in the future meet and plan the kind of maximum utilization of your staff for the purposes the President foresees."

As a result of this memorandum and a luncheon meeting at the White House on May 20, 1964, the Council staff produced a series of papers dealing with issues of concern to President Johnson. Historians of the future may find ~~these~~ documents of special interest because they set forth some of the main ideas which were more fully developed by the various Great Society task forces. For convenience of reference, they are listed below by title and date:

National Aeronautics and Space Council - Staff Papers

Space: Progress and Posterity	3/21/64
Space Program Evaluation	1/30/64
Progress Through Space	5/21/64
Dedication of New Plant	5/26/64
Space Summary	5/14/64
Science and the American West	5/15/64

Space and the Solar System	5/18/64
"The Great Society"	5/15/64
The Great American Society	5/15/64
Nuclear Space Projects	Jan. '64
Selected Quotations (NASC #1)	5/19/64
" " (NASC #2)	6/24/64
The Challenge	5/19/64
The Great Society (Automation)	5/18/64
Manpower and Education	5/19/64
The Promise of Automation	5/19/64
Space Race with the Soviet Union	5/19/64
Think Ahead - Plan Ahead	5/20/64
Ideas -- The Cornerstone of our Country	5/20/64
Comparison of U. S. and Foreign Space Programs	5/19/64
What is the Cash Value of an Education?	5/21/64
The Great Society	5/20/64
Government Research & Development	5/28/64
Urban Transportation Needs	6/2/64
The Brighter Side	6/2/64
The Changing West	6/2/64

Staff Papers
Volume II

Merchant Marine Problems	6/5/64
The Great Society (Roads)	6/8/64

Scientific and Engineering Manpower	6/9/64
The Great Society	6/10/64
Some Steps Toward the Great Society	6/11/64
The Great Society (Communications)	6/16/64
The Great Society -- Factors Concerning Concept Implementations	6/22/64
The Great Society Air Transportation -- Short-Haul Transports	6/25/64
Contributions of America's Ethnic Groups to the Great Society	7/15/64
Problem Area	7/15/64
Civilian Technology Utilization	7/15/64
Water Pollution -- The Invisible Menace	7/16/64
A Proposal -- Federal Technological Assistance	7/16/64
Hurricane Hunting with Weather Satellites	7/20/64
The Great Society - Direct Broadcast Satellites	7/17/64
The Great Society - Selection and Monitoring	7/31/64
Interplanetary Exploration	8/25/64
Government Civilian Employment	8/24/64
U. S. Space Program and its Meaning for the World	9/8/64

Again in order to fulfill President Johnson's desire to personalize the official ceremonies in connection with the visits of foreign chiefs of state or prime ministers the Council staff prepared science briefing notes setting forth on one or two pages the interests, accomplishments and the leading scientific personalities of the visiting country.

These series began on June 3, 1964, and have covered Presidential visitors from all countries having scientific capabilities of any kind.

At the same time space photographs of the visiting dignitaries' home areas were furnished to the White House Protocol Office for presentation. These photographs were taken by the Tiros, Nimbus, and synchronous ATS satellites and by astronauts on Gemini flights.

Records for Presidential Libraries

Kennedy Library

On May 23, 1962, a memorandum was received by Dr. Welsh, as the head of the agency, from Arthur Schlesinger, Jr., Special Assistant to President Kennedy, which noted the President's plans for setting up a Presidential Library and Museum in Cambridge, Massachusetts, for the preservation of papers and other historical materials relating to his Administration. Subsequently, on December 20, 1963, President Johnson asked agency heads to support the Kennedy Library project, which would be defined in a memorandum from the Attorney General.

Dr. Welsh received a letter from Attorney General Kennedy dated March 16, 1964, which outlined hopes and desires for developing the best possible record of the Kennedy Administration, including the microfilming of records, and interviews on issues, etc. Dr. Welsh responded to the Attorney General by letter dated March 18, 1964, in which he agreed to take part in an oral interview for the purpose of building a constructive history and noted that he could answer questions on the policy aspects of:

(1) President Kennedy's reactivation of the Space Council, (2) his decisions to accelerate the space program, (3) his decision on the Apollo project, (4) his policy on communications satellites, (5) his policy on the nuclear rocket program, and (6) his decision regarding supersonic transports.⁴²¹

Subsequently, arrangements were made with the National Archives Records Service to have the official files microfilmed. This project was commenced on May 1, 1964, and completed May 11, 1964.

The material microfilmed included: files of the official records of Space Council meetings held by the Space Council Executive Secretary or his staff during that same period; the general subject files; and all speeches and public statements by Dr. Welsh.

Dr. Welsh's personal files were microfilmed separately and an agreement signed by Dr. Welsh with Wayne C. Grover, Chief of Archives, stipulated protection from any exposure for two years.

On May 8, 1964, Dr. Welsh was interviewed by Dr. Eugene Emme (Historian), Walter Sohler (General Counsel), and Addison Rothrock, all of NASA. The interview was tape-recorded and covered Space Council operations and those of Dr. Welsh's staff during the period of the Kennedy Administration. Later Dr. Welsh saw and edited a transcript of the recorded interview before it went to the Kennedy Library.

⁴²¹ Memorandum for Record, R. W. Hale, June 1, 1964, J. F. Kennedy Memorial Library.

On July 14, 1964, Dr. Welsh signed a legal release of the oral history interview, agreeing that the material might be made available to the public as determined by the Director of the Library.

Frederick G. Dutton, on behalf of the J. F. Kennedy Library and the Kennedy family, wrote Dr. Welsh on November 30, 1964, to express deep appreciation for his cooperation and participation in the oral history.

On January 29, 1965, Mrs. Jacqueline Kennedy wrote Dr. Welsh expressing appreciation for the time and effort he had devoted to the oral interview for the J. F. Kennedy Library. A similar letter was written by Senator Robert F. Kennedy, April 8, 1965.

Johnson Library

GSA Administrator Lawson B. Knott, Jr., wrote Dr. Welsh on February 16, 1967, citing a letter from President Johnson, dated November 15, 1966, asking that a program similar to the Kennedy Library program be set in motion to record President Johnson's Administration for the Johnson Library.

Subsequently, arrangements were made between Robert H. Bahmer, Archivist of the United States, and R. W. Hale, acting for Dr. Welsh, to release for the Johnson Library copies of all the microfilmed records of the Council which were made for the Kennedy Library. Dr. Welsh agreed also to the release for the Johnson Library of a copy of his oral interview made for the Kennedy Library. These records were considered particularly pertinent because Vice President Johnson was Chairman of the National

Aeronautics and Space Council from April 25, 1961 until November 23, 1963.

Beginning June 10, 1968, arrangements were made for National Archives representatives (Mrs. Zehring and Mrs. Jones) to microfilm the files of the NASC for the period beginning November 23, 1963, and ending June 10, 1968. The same categories of files microfilmed for the Kennedy Library were made available for the Johnson Library. This also included Dr. Welsh's personal files.⁴²²

Evans Walker of the Archives advised that they would like later to extend the microfilming project to cover NASC records from June 10 through November 1968 (sometime late in November 1968). After that time, until January 20, 1969, the Office of the Executive Secretary will be expected to make copies of all pertinent documents and be prepared to turn them over to the Archives for the Johnson Library as soon as possible after January 20, 1969.⁴²³

The Council staff was also instrumental in suggesting, and effecting several Presidential uses of communications satellites to inaugurate overseas telephone or TV service.

⁴²² Memorandum to Alfred Wong, Secret Service, seeking access for Mrs. Zehring beginning June 10, 1968, for the purpose of microfilming records for the Johnson Library.

⁴²³ Letter to Dr. Welsh from Lawson B. Knott, Jr., Administrator GSA, dated June 21, 1968.

Also included in this category of staff support were the following memoranda to the President from the Council's Executive Secretary:

Comparison of U. S. and Soviet Rockets	2/11/64
Technical Evaluation of the SST	3/27/64
Financing the Communications Satellite Corporation	5/4/64
Goldwater on Space	7/21/64
Proposed Language for the President's Syncom Broadcast to Japan	10/1/64

This list is partial, not exhaustive, and it shows the range of topics covered in such memoranda.

Assistance to the Vice President

Vice President Johnson as Chairman of the Space Council was provided with a series of fact sheets or briefing papers covering the following topics:

Weather Satellites - Their History and Significance

Communication Satellites

Appendix I. Experimental Milestones

Appendix II. National Program Status

Navigation Satellites

Comparison of U. S. and Foreign Space Programs

Table: Comparison of Earth-Orbited Satellites

International Cooperation in Outer Space

Space Nuclear Projects

Unmanned Lunar and Planetary Probes

Are We Going Far Enough, Fast Enough?

Some National Space Program Deficiencies

Education of the Public

Progress in Small Business

Increased Purchasing Power

Manned Planetary Flight

Military Potentialities in Space

Supersonic Transport Aircraft

Higher Education - Fact Sheet on Higher Education (Supplement)

Scientific Satellites

X-20 Dyna-Soar

Space Program Analysis

Space Program Analysis - Preview 1963

Project Gemini

Space Law - Fact Sheet

Drafts of messages for space events, speech and article drafts, were also supplied on a continuing basis.

Council staff assistance to Vice President Humphrey was inaugurated shortly after his election in the form of briefing papers and memoranda on the national space program.

The Vice President expressed a wish to meet with the staff on a periodic basis, and such meetings were begun shortly after his assumption of office and continued throughout his term.

Following such meetings, it was customary for the staff to prepare memoranda and position papers on the space program for the use of the Vice President. In addition, numerous articles, speech drafts, messages, and drafts of correspondence were prepared for the Vice President's use.

Congressional Relations

The National Aeronautics and Space Council has consistently maintained close and cordial relations with the Congress, particularly with the Committees which have jurisdiction over the nation's space and aeronautics policies and programs.

Chaired by the Vice President, and having as members the Secretaries of State and Defense, the NASA Administrator, and the Chairman of the AEC, the Council is unique in its cognizance over the civil, military and atomic energy segments of the national space and aeronautics efforts, including their foreign policy ramifications.

The Congress has obtained from the Council staff knowledgeable advice and assistance on the entire range of legislative issues affecting U. S. space and aeronautics.

The Council staff has been particularly helpful to the Congress in explaining the relationship between the space-aeronautics programs of the various Executive agencies involved. An example of this is the testimony of the Council's Executive Secretary on the Council's role in aeronautical research coordination before the Senate Aeronautical and Space Sciences

Committee on February 27, 1967. Another is a Council staff paper on the interface between the civil and military manned space flight program prepared for key members of the NASA Authorization Committees in connection with the FY 1969 program review.⁴²⁴

A major share of the Council staff's day-to-day Congressional activities has been with the Aeronautical and Space Sciences Committee of the Senate, the Science and Astronautics Committee of the House, and the two Appropriations Committees. On a less frequent basis it had contact with the following Senate Committees: Armed Services, Commerce, Government Operations, Post Office and Civil Service, and Small Business. In the House, the Council has had contacts with the Committees on Armed Services, Government Operations, Interstate and Foreign Commerce, and Post Office and Civil Service.

The Council, through its staff, has endeavored to follow the major space-aeronautics legislation of its member Agencies through the entire legislative process and, when appropriate, to assist the Agencies in getting their programs approved by Congress. This support has at times consisted of the Council's Executive Secretary testifying on behalf of a program before the reviewing Committee, preparing statements in support of the program, or briefing key Committee members informally. A recent example has been Council activity in behalf of the NASA-AEC nuclear rocket program during its Fiscal Year 1969 review in the Congress. Not only did the Executive Secretary discuss the value of the program with the Senate Authorization

⁴²⁴ NASC staff study "Why We Need Separate Military (MOL) and Civil (AAP) Manned Space Programs," April 1, 1968.

Committee Chairman; he also supplied the Chairman with written supporting material.

The Council, however, has assisted its Congressional counterparts well beyond the scope of the annual space-aeronautics review.

The Council's Executive Secretary and staff have made it a standard practice to invite Congressional Committee staff experts to its reviews and briefings by Government and industry experts on substantive aeronautics and space matters. Other supporting activities have included speaking assignments made at the request of members of the Congress and furnishing background speech material on space-aeronautics to the members at their request.

The net result has been what seems to be a mutually satisfactory relationship of benefit to the nation's space-aeronautics effort.